

Message Text

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ACTION ACDA-10

INFO OCT-01 EUR-08 SSO-00 NSCE-00 USIE-00 AEC-05 CIAE-00

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FM USMISSION NATO

TO SECSTATE WASHDC IMMEDIATE 8554

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INFO USDEL MBFR VIENNA IMMEDIATE

AMEMBASSY BONN

AMEMBASSY LONDON

USNMR SHAPE

USCINCEUR

S E C R E T SECTION 1 OF 2 USNATO 6097

E.O. 11652: GDS

TAGS: PARM, NATO

SUBJECT: MBFR: SPC DISCUSSION OCTOBER 31 OF AIR MANPOWER

REF: USNATO 6041

BEGIN SUMMARY: SPC DISCUSSION OCTOBER 31 ON MBFR CENTERED ON NEW FRG PROPOSAL CONCERNING DRAFT GUIDANCE TO AHG ON NON-INCREASE COMMITMENT ON AIR MANPOWER. FRG DROPPED ITS PREVIOUS FORMULATION, WHICH DID NOT CONTAIN ANY REFERENCE TO "AIR MANPOWER", AND FRG INTRODUCED AMENDMENTS TO THE DRAFT GUIDANCE WHICH SPECIFICALLY PROVIDE FOR NON-INCREASE ON AIR MANPOWER. GERMAN PROPOSAL PROVIDES FOR SEPARATE NON-INCREASE COMMITMENTS ON AIR AND GROUND FORCES, BUT FRG MAY BE WILLING TO ACCEPT LANGUAGE LIMITING DURATION OF COMMITMENT ON AIR MANPOWER TO CONCLUSION OF PHASE II AGREEMENT (I.E., SAME DURATION AS THE GROUND FORCE COMMITMENT). FRG PROPOSAL WOULD ESTABLISH SEPARATE CEILING FOR AIR MANPOWER BETWEEN PHASES, AND WOULD ALLOW
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AHG TO INDICATE WILLINGNESS TO EXTEND THIS SEPARATE CEILING IN PHASE II. AGREEMENT. END SUMMARY.

1. THE DRAFT GUIDANCE TO AHG, WHICH SPC IS PRESENTLY CONSIDERING,

IS REPRODUCED IN THIS PARAGRAPH FOR EASE OF REFERENCE. FIRST SENTENCE IS UK SUGGESTION, ACCEPTED BY U.S., REMAINDER IS US. FRG AT THIS MEETING WITHDREW ITS OWN VERSION OF THE FIRST SENTENCE AND PROPOSED NEW LANGUAGE WHICH WE QUOTE LATER IN THIS MESSAGE.

BEGIN TEXT

((ALLIED NEGOTIATORS ARE AUTHORISED TO SUGGEST TO THEIR WARSAW PACT COLLEAGUES THAT THE PROPOSED MUTUAL NO-INCREASE COMMITMENT ON GROUND FORCE MANPOWER SHOULD, IN ORDER TO AVOID POSSIBLE CIRCUMVENTION, BE EXTENDED TO AIR FORCE MANPOWER.))

ALLIED REPRESENTATIVES SHOULD REFRAIN FROM GOING INTO FURTHER DETAILS AT THIS TIME, TELLING EASTERN REPRESENTATIVES THAT QUESTIONS OF DETAIL WOULD BE DEALT WITH AT A LATER STAGE WHEN SPECIFICS OF ALL SUGGESTED COMMITMENTS WOULD BE DISCUSSED. ALLIED NEGOTIATORS SHOULD TELL THE EAST THAT NATURALLY, IN THIS EVENT, SOME LIMITED AGREED EXCEPTIONS SHOULD BE MADE TO PROVIDE FOR NORMAL EXERCISES AND ROTATIONS. ((THE AHG SHOULD MAKE CLEAR TO THE EAST, IF NECESSARY, THAT THIS SUGGESTION IN NO WAY IMPLIES ((CEILINGS OR))) REDUCTIONS ON AIR FORCE MANPOWER IN PHASE II.))

END TEXT

2. U.S. REP (MOORE) NOTED THAT FRG REP AT PREVIOUS MEETING SAID HE COULD GO ALONG WITH DROPPING "CEILINGS OR" FROM LAST SENTENCE OF DRAFT GUIDANCE. U.S. REP SAID U.S. COULD ALSO AGREE TO ITS DELETION. BELGIAN REP (WILLOT) SAID BELGIUM WOULD WANT TO CONSERVE THE LAST SENTENCE, ALTHOUGH WITHOUT "CEILINGS OR". HE CONSIDERED IT IMPORTANT TO INDICATE THE ALLIES WERE NOT IMPLYING REDUCTIONS IN AIR FORCE MANPOWER.

3. FRG REP (HOYNCK) SAID HIS AUTHORITIES HAD REVIEWED THEIR POSITION ON THIS DRAFT GUIDANCE, AND REQUESTED HIM TO MAKE TWO ESSENTIAL POINTS. FIRST, AND MOST FUNDAMENTAL, THE SUBJECT OF MBFR REDUCTIONS SHOULD REMAIN GROUND FORCES, AND NOTHING SAID ABOUT AIR FORCE MANPOWER SHOULD JEOPARDIZE THAT CONCERN-
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TRATION ON GROUND FORCES. SECONDLY, NOTHING WE SAY ABOUT A NON-INCREASE COMMITMENT ON AIR MANPOWER SHOULD LEAVE OPEN THE INTERPRETATION THAT WE ARE READY TO REDUCE AIR MANPOWER IN PHASE II. IF ALLIES KEEP THESE CONSIDERATIONS IN MIND, FRG CAN BE MORE FLEXIBLE CONCERNING THE DRAFT GUIDANCE.

4. FRG REP SAID FRG IS NOW READY TO ACCEPT A FIRST SENTENCE WHICH WOULD SPECIFICALLY MENTION AIR FORCE MANPOWER. FRG SUGGESTS THE FOLLOWING SENTENCE (TO REPLACE THE FIRST SENTENCE IN TEXT IN PARA 1 ABOVE): "ALLIED NEGOTIATORS ARE AUTHORIZED TO TELL THE EAST THAT THE ALLIES ARE PREPARED TO CONSIDER IN THE EVENT OF A SATISFACTORY PHASE I AGREEMENT, A COMMITMENT NOT TO INCREASE THE OVERALL LEVEL OF AIR FORCE MANPOWER IN THE

AREA OF REDUCTIONS."

5. FRG REP SAID HIS AUTHORITIES ALSO SUGGESTED AMENDING LAST SENTENCE OF DRAFT GUIDANCE IN PARA ONE ABOVE AS FOLLOWS: INSERT A COMMA AFTER "PHASE II", AND ADD "BUT COULD INDICATE THAT THE ALLIES WOULD BE PREPARED TO CONSIDER AN EXTENSION OF SUCH A COMMITMENT IN THE NEGOTIATIONS OF PHASE II." (NOTE: FRG REP IN CONVERSATION WITH MISSION OFFICER AFTER THE MEETING SAID THIS MEANT ".... A COMMITMENT AS A SUBJECT FOR NEGOTIATIONS OF PHASE II.")

6. FRG ALSO PROPOSED ADDING THE FOLLOWING AT THE END OF THE GUIDANCE: "IN THIS CONNECTION THE AHG SHOULD TAKE A SUITABLE OPPORTUNITY OF REMINDING EASTERN REPRESENTATIVES THAT THE QUESTION OF NON-CIRCUMVENTION IN RELATION TO GROUND FORCE MANPOWER REDUCTIONS REMAINS TO BE DISCUSSED AT A LATER STAGE IN THE NEGOTIATIONS."

7. DANISH REP (VILLADSEN) NOTED THE ABSENCE OF A TIME LIMIT IN THE COMMITMENT MENTIONED IN THE NEW FRG FIRST SENTENCE. FRG REP SAID THIS WAS DELIBERATE, IN ORDER TO PROVOKE EASTERN QUESTIONS. HE STRESSED THAT FRG WANTED TO AVOID IMPRESSION OF PARALLELISM BETWEEN NON-INCREASE COMMITMENT ON GROUND FORCES AND NON-INCREASE COMMITMENT ON AIR FORCE MANPOWER, IN ORDER TO AVOID ANY IMPRESSION OF ALLIED WILLINGNESS TO AGREE TO AIR MANPOWER REDUCTIONS. HOWEVER, IF SPC WANTED TO INSERT SOMETHING CONCERNING THE DURATION OF THE COMMITMENT MENTIONED IN THE NEW FRG VERSION OF THE SECRET

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FIRST SENTENCE, FRG WILLING TO CONSIDER THIS.

8. BELGIAN REP ASKED IF FRG CONCERN WAS NOT COVERED BY THE LAST SENTENCE IN THE TEXT IN PARA 1 ABOVE. HE THOUGHT IT WAS ALL RIGHT TO HAVE THE NON-INCREASE COMMITMENT ON GROUND FORCES SEPARATE FROM THE NON-INCREASE COMMITMENT ON AIR MANPOWER, BUT DID NOT SEE HOW THE TWO NON-INCREASE COMMITMENTS COULD HAVE DIFFERENT DURATIONS. FRG REP REPLIED THAT HE DID NOT THINK BONN ENVISAGED DIFFERENT DURATIONS. BONN HAD OMITTED THE DURATION FROM THE DRAFT GUIDANCE FOR TACTICAL REASONS, TO PROVOKE EASTERN QUESTIONS. HE THOUGHT BONN COULD ACCEPT INSERTING A PHRASE THAT THE NON-INCREASE COMMITMENT ON AIR WOULD NOT LAST BEYOND THE SECOND PHASE AGREEMENT.

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AEC-05 CIAE-00 H-01 INR-05 IO-04 L-01 NSAE-00 OIC-02

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INFO USDEL MBFR VIENNA IMMEDIATE

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9. UK REP (LOGAN) FOUND THE FRG PROPOSAL INTERESTING. HE SUGGESTED INSERTING A PHRASE INTO THE NEW FRG FIRST SENTENCE SPECIFYING THAT THE COMMITMENT WOULD APPLY ON BOTH SIDES. HE ALSO BELIEVED THAT THE DURATION OF THE NON-INCREASE COMMITMENT ON AIR MUST BE THE SAME AS THE DURATION OF THE NON-INCREASE COMMITMENT FOR GROUND FORCES. HE ALSO THOUGHT THAT THE PHRASE "IN THE EVENT OF A SATISFACTORY PHASE I AGREEMENT" IN THE NEW FRG FIRST SENTENCE SHOULD NOT MEAN "AFTER" A PHASE I AGREEMENT, BUT "AS PART OF" A PHASE I AGREEMENT. HE SUGGESTED THE PHRASEOLOGY WHICH APPEARED IN THE NON-INCREASE COMMITMENT FOR GROUND FORCES: "WITHIN THE CONTEXT OF WESTERN FIRST PHASE PROPOSALS" (C-M(74)30 (REVISED), PARA III). HE SAID UK WELCOMED DELETION OF "CEILINGS OR" FROM LAST SENTENCE OF TEXT IN PARA 1 ABOVE, BUT THE OTHER SIDE WOULD STILL ASK IF THE ALLIES WOULD ACCEPT A CEILING ON AIR MANPOWER IN PHASE II, AND SO THE GERMAN ADDITION TO THAT SENTENCE, REFERRING TO THE POSSIBILITY OF EXTENDING THE COMMITMENT TO PHASE II, SECRET

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REPRESENTS AN IMPROVEMENT.

10. ITALIAN REP (SPINELLI) NOTED THAT THE GERMAN LANGUAGE WHICH MIGHT CONTINUE IN PHASE II WOULD CREATE A SUB-CEILING ON AIR MANPOWER, HE PREFERRED THE NOTION OF INCLUDING AIR MANPOWER IN THE COMMON CEILING IN PHASE II.

11. U.S. REP SAID HIS AUTHORITIES WOULD CONSIDER CAREFULLY THE FRG PROPOSAL. HE AGREED WITH OTHER SPC MEMBERS THAT THE DURATION OF THE NON-INCREASE COMMITMENT ON AIR MANPOWER SHOULD COINCIDE WITH THE DURATION OF THE NON-INCREASE COMMITMENT FOR GROUND FORCES. HE NOTED THAT THE FRG PROPOSAL FOR A NON-

INCREASE COMMITMENT ON AIR MANPOWER WOULD ESTABLISH A SEPARATE CEILING ON AIR MANPOWER, WHEREAS THE UK VERSION OF THE FIRST SENTENCE (FIRST SENTENCE OF TEXT IN PARA 1 ABOVE) DID NOT PREJUDGE THIS QUESTION. HE ALSO NOTED THAT THE SPC WOULD SOON BEGIN DISCUSSION OF THE U.S. PROPOSAL ON INCLUSION OF AIR MANPOWER IN THE COMMON CEILING WITHOUT REQUIRED AIR REDUCTIONS.

12. BELGIAN REP SAID HE PERSONALLY DID NOT SEE SERIOUS DANGER IN SUB-CEILINGS FOR AIR AND GROUND MANPOWER. HE DID NOT CONSIDER FREEDOM TO SHIFT FROM ONE FORCE TO ANOTHER THAT IMPORTANT FOR THE ALLIES, WHILE SEPARATE SUB-CEILINGS WOULD AID THE ALLIES IN ASSURING DEFINITELY SOVIET GROUND FORCE REDUCTIONS.

13. NETHERLANDS REP (SIZOO) SAID HE HAD THE FEELING THAT THE HAGUE WOULD WELCOME THE FRG PROPOSAL.

14. SPC WILL NEXT MEET ON WEDNESDAY, NOVEMBER 6, IN VIEW OF DIFFICULTY OF EUROPEAN MEMBERS RECEIVING INSTRUCTIONS ON THE FRG PROPOSAL BY MONDAY, DUE TO THE NOVEMBER 1 HOLIDAY.

15. COMMENT: FRG REP TOLD US AFTER THE MEETING THAT BONN IS "RELATIVELY FIRM" ABOUT ITS ALTERNATIVE FIRST SENTENCE IN THE DRAFT GUIDANCE, AND MORE FLEXIBLE ABOUT ITS OTHER AMENDMENTS.

16. THE FRG AMENDMENTS WOULD, CONTRARY TO THE U.S. APPROACH, DECIDE THE ISSUE OF SUB-CEILINGS, IN FAVOR OF SEPARATE SUB-SECRET

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CEILINGS BETWEEN PHASES AND POSSIBLY IN PHASE II AS WELL. THE FRG APPEARS TO HAVE BEEN LED TO SEPARATE SUB-CEILINGS BY ITS STRONG ANTI-PATHY TO MIXING NON-INCREASE COMMITMENTS ON GROUND AND AIR FORCES. APPARENT FRG WILLINGNESS TO HAVE AN EQUAL DURATION FOR THE SEPARATE CEILINGS IS A POSITIVE ELEMENT. FRG PROPOSAL CONCERNING EXTENSION OF AIR MANPOWER CEILING TO PHASE II HAS IMPLICATIONS FOR U.S. PROPOSAL TO INCLUDE AIR MANPOWER IN THE COMMON CEILING WITHOUT AIR REDUCTIONS.

17. ACTION REQUESTED: GUIDANCE ON FRG PROPOSAL, AND ON U.S. PROPOSAL TO INCLUDE AIR MANPOWER IN THE COMMON CEILING (PER REFTEL) IN TIME FOR SPC MEETING WEDNESDAY, NOVEMBER 6. MCAULIFFE

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